UNITED
NATIONS

E

Economic and Social Council

Distr.
LIMITED

E/ICEF/1997/P/L.4/Add.1
24 June 1997

ORIGINAL: ENGLISH

UNITED NATIONS CHILDREN'S FUND
Executive Board
Third regular session 1997
9-12 September 1997
Item 4 of the provisional agenda*

FOR ACTION

COUNTRY PROGRAMME RECOMMENDATION**

Bolivia

Addendum

SUMMARY

The present addendum to the country note submitted to the Executive Board at its first regular session in January 1997 contains the final country programme recommendation for Board approval.

It contains a recommendation for funding the country programme of Bolivia which has an annual planning level of $1,000,000 or less. The Executive Director recommends that the Executive Board approve the amount of $4,480,000 from general resources, subject to the availability of funds, and $40,000,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1998 to 2002.

---

* E/ICEF/1997/20.

** The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 1996. They will be contained in the "Summary of 1997 recommendations for general resources and supplementary funding programmes" (E/ICEF/1997/P/L.18).

/...

BASIC DATA
(1995 unless otherwise stated)

Child population (millions, 0-15 years)	3.5
U5MR (per 1,000 live births)	105
IMR (per 1,000 live births)	73
Underweight (% moderate and severe, 1994)	16
Maternal mortality rate (per 100,000 live births, 1990)*	650
Literacy (% male/female)	91/76
Primary school enrolment (% net, male/female, 1994)	90/89
Primary school children reaching grade 5 (%, 1990)	60
Access to safe water (%, 1994)	66
Access to health services (%, 1992))	67
GNP per capita	$800
One-year-olds fully immunized against:	
tuberculosis:	85 per cent
diphtheria/pertussis/tetanus:	85 per cent
measles:	80 per cent
poliomyelitis:	86 per cent
Pregnant women immunized against:	
tetanus:	65 per cent

* A demographic health survey conducted by the Government in 1994 indicated a maternal mortality rate of 390.

THE SITUATION OF CHILDREN AND WOMEN

1. Bolivia is one of the poorest countries in Latin America, with 70 per cent of the population living below the poverty line, a widely dispersed rural population and large disparities in availability of basic services. Although the situation of children and women has been gradually improving during the last decade, social indicators reveal significant ethnic, geographical and gender difference, and a lack of access to basic services for a large portion of the rural and peri-urban indigenous populations. (The country note for Bolivia (E/ICEF/1997/P/L.4) included details on national indicators.) However, relative economic stability, the social reforms implemented during the last three years, a substantial increase in public social investment and a process of decentralization have created new opportunities for reducing these disparities, increasing the participation of the poorest sectors of the population and improving sustainability of social programmes.

2. The mid-decade goals were achieved for immunization, measles, polio, use of oral rehydration therapy (ORT), universal salt iodization and water and sanitation. The virtual elimination of iodine deficiency disorders as a public health problem was certified in 1996. ORT use increased from 32 per cent in 1989 to 84 per cent in 1996. Progress in the areas of nutrition, maternal mortality and education completion and quality lag behind, and will be pursued under the proposed country programme. Current trends indicate that Bolivia is likely to achieve most of the goals set by the World Summit for Children for the year 2000, with malnutrition and infant and maternal mortality representing the

most difficult challenges. Concerted and focused efforts will be required to improve access to and quality of services, following the path blazed by the National Insurance for Maternity and Childhood, and concentrating on the poorest regions of the country.

3. Bolivia submitted its first report to the Committee on the Rights of the Child in 1992, with a second report scheduled for submission in July 1997. The main recommendation concerning the first report was to adapt the Bolivian Code of the Minor to the Convention on the Rights of the Child, and this guided the design of the new Code of Children and Adolescents, as well as other new legislation. Children have traditionally taken part in the productive life of rural families, but more recently, labour exploitation in urban centres has increased to a degree which is seriously affecting their survival, development and participation rights. An estimated 163,700 children are employed in the urban informal sector, of whom 39 per cent attend school. Similarly, the number of street children has been growing considerably and is now estimated at several thousand, concentrated in major cities.

PROGRAMME COOPERATION, 1993-1997

4. The 1993-1997 programme of cooperation was implemented during a period of important social, political and economic reforms, such as the application of the laws of popular participation, decentralization and capitalization, which have required the adaptation of UNICEF strategies to an evolving situation. A balance was sought among service delivery, capacity-building and empowerment of target groups in order to address the most pressing needs of children and women and to influence the design of public social policies. An explicit conceptual framework was employed to analyze the causal factors associated with child mortality and malnutrition. Three programmes - social policies, health and nutrition, and education - operated at the national level, while the subregional Proandes and Amazon programmes and the Proguaraní area-based programme concentrated on specific geographic regions with the highest poverty levels and the worst human development indicators. UNICEF played an important role in orienting government decision-making and in keeping children's and women's rights high on the political agenda and present in the public conscience.

5. The main achievements of the previous country programme included UNICEF participation in the design and implementation of the national education reform, which adopted the intercultural, bilingual education approach pioneered by UNICEF in 140 Quechua, Aymara and Guaraní schools; the establishment of the National Insurance for Maternity and Childhood, which has reduced economic barriers to services; the incorporation of the Summit goals in the National Programme for Social Investment 1996-2000; the creation of municipal legal defense offices for children; and the establishment of new laws and policies to promote women's rights, such as the Law Against Violence in the Family. A participatory local health planning experience, developed with municipalities of the departments of Potosí and Chuquisaca, was gradually extended to other municipalities and actio.. areas.

6. The subregional Andean (Programa de la region Andina (PROANDES)) and Amazon programmes and the area-based Proguaraní programme contributed to improved living conditions of rural populations living in extreme poverty, focusing on basic services, development of human resources, strengthening local organizations, increasing the presence of the state and mobilizing resources from other institutions and programmes.

Lessons learned

7. UNICEF has adapted its planning and implementation strategies to the social and political reforms introduced in the country, to a significant extent decentralizing its cooperation to the municipal level. This has allowed it to respond better to the needs of children and women, concentrating action in the poorest municipalities and establishing a more agile, direct dialogue with local counterparts. Co-funding of activities planned jointly with municipalities has increased the ownership of interventions by local counterparts and their long-term sustainability. This model of decentralized cooperation has also highlighted the need to strengthen the planning and managerial capacity of local governmental and non-governmental organizations (NGOs) and community organizations.

8. There has been a gradual shift during the programme cycle from service delivery to empowerment of local communities, as the state has established or increased its presence in certain areas and local counterparts have gained strength and experience, particularly in the departments of Potosi, Chuquisaca, Southern Cochabamba and the Guarani region, as highlighted by the mid-term review conducted in 1995.

9. Partnerships with the private sector in the production and distribution of iodized salt, oral rehydration salts and vitamin A-fortified sugar, and with the press and media have demonstrated the potential to increase the sustainability of interventions in favour of children and women, and for expansion to such other strategic areas as fortification of flour with iron and vitaminized vegetable oil. This, together with the increased involvement of municipalities in human development activities, may in the long run reduce the country's dependency on foreign assistance.

RECOMMENDED PROGRAMME COOPERATION, 1998 -2002

Estimated annual expenditure

(In thousands of United States dollars)

	1998	1999	2000	2001	2002	Total
General resources						
Public policies for children and women	360	356	329	320	284	1 649
Municipal and family development	110	100	100	100	100	510
Cross-sectoral costs	426	440	467	476	512	2 321
Subtotal	896	896	896	896	896	4 480
Supplementary funding						
Public policies for children and women	700	700	600	500	500	3 000
Municipal and family development	7 330	7 497	7 961	7 394	6 818	37 000
Subtotal	8 030	8 197	8 561	7 894	7 318	40 000
Total	8 926	9 093	9 457	8 790	8 214	44 480

Preparation, objectives and strategy

10. The preparation of the proposed country programme of cooperation began in early 1996, in coordination with the Ministry of Human Development. This was followed by a broad process of consultation with government institutions, NGOs and community organizations, United Nations agencies, the donor community, political parties and professional associations. The formulation of the programme took into account: (a) the national context, particularly the process of state decentralization to the municipal level; (b) the findings of the mid-term review, as well as other reviews and evaluations; (c) the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women, the goals of the World Summit for Children and the Santiago Accord; (d) the country strategy note, prepared in 1995; and (e) the comments made about the country note by the Executive Board in January 1997.

11. The proposed programme will support the Government and civil society in promoting a culture that respects the rights of children, women and indigenous groups, within the framework of the two Conventions, and in improving the living conditions of the most vulnerable sectors of the population. Priority will be given to rural and peri-urban areas of poverty, with emphasis on the reduction of social, ethnic, geographical and gender disparities, in addition to sustaining progress achieved to date.

12. The Government has set the following human development goals for the year 2000: to reduce infant and under-five mortality rates to 45 and 60 per 1,000 live births, respectively; to reduce the maternal mortality rate to 180 per 100,000 live births; to reduce the prevalence of moderate and severe malnutrition in children under five years of age to 6 per cent; to reduce the rate of illiteracy, especially among women and youth, to less than 10 per cent; to increase primary education completion rates; and to increase access to and quality of services for health, education, hygiene, water and sanitation. UNICEF will support these efforts through assisting the development of an appropriate policy framework and through area-based efforts focusing on the most disadvantaged municipalities.

13. In the national context of administrative decentralization and popular participation, UNICEF will address the national, municipal and family domains through two cross-cutting programmes, Public Policies for Children and Women, and Municipal and Family Development, with the respective objectives of: (a) assisting the Government in the formulation of public policies favourable to children and women; and (b) supporting specific interventions at the municipal and family levels in about 80 of the most deprived municipalities, out of a total of 311 nationwide. The PROANDES and Amazon programmes form an integral part of the country programme, but because of their multi-country, cross-border nature, common databases and shared technical expertise, they are presented as separate recommendations to the Executive Board (E/ICEF/1997/P/L.24 and E/ICEF/1996/P/L.70, respectively). These separately-funded programmes will intervene in an additional 60 municipalities, with a total of 140 municipalities covered by UNICEF assistance. The lessons learned at municipal level will provide feedback to national policy-making entities, thus facilitating dialogue between central and municipal levels.

14. In the context of government reforms, which are transferring power, resources and responsibility to municipal administrations, strategies will combine direct provision of basic services with increased emphasis on capacity-building of national and municipal governments, community organizations and NGOs. Advocacy will promote children's and women's rights and orient the allocation of resources in favour of the most vulnerable groups.

15. The specific objectives of the public policies for children and women programme are to: (a) support the design and application of social public policies for children and women in the areas of health, nutrition, child development, basic education, literacy, child labour, special protection of children and empowerment of women; and (b) promote policies that will guarantee universal access, improved quality and cultural appropriateness of social services.

16. The programme, to be implemented at national level, will strengthen those entities of the state and civil society responsible for programmes for children, women and indigenous groups. Advocacy will aim at keeping them as a priority on the Government's political and legislative agenda, and at ensuring public awareness of their rights. It will be composed of three projects.

17. The project for the rights of children, women and indigenous people will focus on: advocacy with the highest authorities to integrate the principles of the Convention on the Rights of the Child into Bolivian law and ensure the enforcement of those laws; awareness-raising with such decision makers as legislators and professional societies; mass communication campaigns and debates among opinion leaders from both government and civil society; training of such counterparts as judges, lawyers and the police; creation of appropriate spaces to give a voice to children; and specialized studies related to children´s and women´s rights.

18. The social policies project will focus on: strengthening national-level counterparts in charge of key social areas; supporting the departmental level for the full application of national policies; promoting a human development network of technical experts, politicians and managers of social organizations; and promoting studies, publications and special events to analyze, validate and replicate successful experiences and contribute to public awareness.

19. The communication and social mobilization project will emphasize: strengthening of public information and educational communication organizations; training of such key human resources as journalists and social communicators; organization of social mobilization activities; production of communication material and its diffusion through mass media; and development of fund-raising initiatives, including special events with public and private enterprises, artists and media.

20. The municipal and family development programme will be implemented in approximately 80 municipalities selected on the basis of poverty level, marginalization and other social indicators, in the departments of Potosí, Chuquisaca and Oruro, in the Guaraní provinces of Cordillera, Luis Calvo, Hernando Siles, O'Connor and Gran Chaco, and in the marginal urban areas of the cities of La Paz, El Alto, Cochabamba and Santa Cruz. The title of the programme, which was referred to in the country note as the "integrated municipal development" programme, has been changed to emphasize the importance of the family in its activities. The programme integrates different sectors, e.g., health, education, water and sanitation and rural development, and seeks to develop the capacity of municipal governments, communities and families better to meet their basic needs and exercise their human rights. Its specific objectives are to: (a) strengthen the institutional capacity of municipal governments and community organizations in the management and joint administration of basic services, with criteria of quality, efficiency, equity and cultural sensitivity; (b) empower families and communities with basic "knowledge for life", to improve care and protection of children and stimulate informed demand for social services; (c) foster women's participation in decision-making processes; and (d) promote the observance of children's and women's rights in families' daily practices.

21. The programme will advocate with municipal governments and local organizations; train human resources; use interpersonal and mass-media communications; adopt intercultural, bilingual methodology; promote gender equity; and support the development of integrated information systems at local level. Direct support to service delivery in terms of supply and equipment will be sporadic and used as a catalyst strategically to foster positive and sustainable processes. Building on the experience gained during the previous country programme, UNICEF will intensify dialogue and alliances with NGOs, community and indigenous organizations. In order to receive UNICEF assistance, municipal and departmental administrations will be requested to invest a significant share of their budget in the social sector, focusing on families' priority needs. The programme will include six projects, focusing on the priority municipalities, as described below.

22. The municipal and community strengthening project will provide training and technical assistance to municipal governments, communities and indigenous organizations; strengthen data management for decision-making; and conduct studies and evaluations. UNICEF will also advocate increased local government investment in the social sector. The project is expected to create a favourable ground for the implementation of the other sectoral projects.

23. The project for protection and participation of children and promotion of women will support the establishment of legal defense offices for children and adolescents, as well as integrated legal services and protection brigades for women and children who are victims of violence, mistreatment and abandonment. It will also promote the reincorporation of street and working children in the education system, their access to social services and reintegration in the family, as well as gender equity and women's and children's participation in decision-making, and training of women municipal counsellors to strengthen their managerial and leadership capacity. Support will be provided to campaigns for the inclusion of children and indigenous women in the national birth registry, and to the creation of a municipal information network on children's and women's rights.

24. The health, nutrition and basic sanitation project will focus on the main causes of mortality through service improvement and appropriate family care, at the same time promoting the equity, quality and cultural sensitivity of services delivered. The full implementation of the National Insurance for Maternity and Childhood will be pursued, in order to ensure not only universal access, but also quality and effectiveness of obstetric and paediatric care. In nutrition, activities will target children under two years of age through improved growth monitoring and promotion as well as education of mothers on feeding, weaning and care practices. Food fortification, undertaken with both the public and private sector, will be the major means of controling iodine, vitamin A and iron deficiencies, while supplementation will target the most exposed groups. In water and sanitation, the project will contribute to improving services, replicating the appropriate technologies developed in the PROANDES programme. Increased investment by municipalities and other organizations in safe water supply and excreta disposal will be fostered, together with community education for increasing awareness on hygiene and proper handling of water and sanitation systems.

25. The primary bilingual education project will aim at the full implementation of the education reform in all the priority municipalities, increasing coverage and quality while consolidating the intercultural and bilingual methodology. It will promote increasing the number of grades offered by rural primary schools and foster the participation of communities and families in the management of the education system. Particular attention will

be paid to girls' education and to the contents of school curricula. Activities will include teacher training, with emphasis on bilingual methodology; technical assistance to municipal governments in planning and monitoring their annual plans of operations; and strengthening the managerial and technical capacity of the departmental level of the public education system. The project will also contribute to the development of appropriate teaching aids and textbooks in indigenous languages.

26. The non-formal education project will support the application of alternative adult education and child development methodologies, reinforced by communication programmes through local media and direct community and family participation. Activities will focus on training of educators, pre-school teachers, literacy agents and district technical staff; and on the design and diffusion of culturally sound, gender-sensitive training material.

27. The educational communication and family empowerment project will improve families' and communities' knowledge of health, nutrition, child development, education and human rights issues, through implementation at local level of national training programmes like "Municipality and Family" and "Soldier, Sentinel of Health". Support will be given to the production of communication materials to diffuse the contents of Facts for Life and the two Conventions. Training activities will target technical staff from the municipal and departmental levels, NGO staff, community trainers and communicators. Support will be given to the creation of information networks, communication spaces and other alternative mechanisms to promote the free expression and direct participation of children and youth.

28. The core activities of the public policies for children and women programme will be covered by general resources. The number of municipalities covered by the municipal and family development programme, as well as the level of investment in each one, will depend on the amount of supplementary funding received.

Monitoring and evaluation

29. The programme of cooperation will promote a continuous process of situation analysis of social indicators and monitoring of social expenditure levels, strengthening relevant databases and supporting the implementation of surveys and studies, in order to update human development indicators and systematize and validate experiences. Monitoring and evaluation activities will be linked to social mobilization and communication in order to generate public awareness of the rights of children, women and indigenous people. The programme will also support the development of an integrated social information system for decision-making at national, departmental and municipal levels, seeking the active participation of communities and a continuous process of feed-back among these levels, and aiming at institutionalizing a process of periodic and systematic analysis of qualitative and quantitative information. Strengthening of information systems will have a cross-sectoral focus, promoting the application of monitoring and evaluation methodologies in the preparation of annual municipal operational plans.

30. UNICEF will organize comprehensive annual programme reviews with the broad participation of all institutions involved in programme implementation. Quarterly meetings with counterparts will ensure the programmatic and financial follow-up of specific projects. Periodic evaluations of the progress of the country programme will be undertaken with the Ministries of Human Development and Finance and other counterparts and donors. Rapid assessment methodologies, cost-benefit analyses and comprehensive field evaluations will be used to asses

the impact of the country programme in both quantitative and qualitative terms. A mid-term review will be conducted in the year 2000.

Fund-raising strategy

31. Fund-raising efforts will concentrate on: (a) increasing contributions from major external donors, involving them in the programme review process and in external evaluations; (b) increasing contacts with other donors' local missions, encouraging the channeling through UNICEF of bilateral funds allocated to Bolivia; (c) mobilizing funds from the private sector, through fund-raising events and greeting card and product sales; (d) encouraging co-funding by national funds and municipalities, within the framework of the social reforms; and (e) increasing the direct annual contribution of the Bolivian Government to UNICEF.

Collaboration with other agencies and bilateral cooperation

32. The programme will be implemented within the framework of the country strategy note. UNICEF will maintain close cooperation with the World Health Organization/Pan American Health Organization and the United States Agency for International Development in the implementation of health activities. The United Nations Drug Control Programme will be an important partner with respect to street and working children and drug abuse, and the United Nations Educational, Scientific and Cultural Organization in primary and adult education. The Inter-American Development Bank and World Bank will continue to be crucial interlocutors in the implementation of child development, basic education and rural development activities. Child development and nutrition activities will be coordinated with the World Food Programme. Technical advice will be provided to the national food security development plan, funded by the European Union, in coordination with the Food and Agricultural Organization of the United Nations, with particular reference to such areas of UNICEF priority as child nutrition, breast-feeding and community-based growth promotion. Continuing the experience of the 1993-1997 country programme, cooperation with national and international NGOs, community and indigenous organizations will be an important feature of programme implementation, particularly at the local level.

Programme management

33. At national level, the programme will be implemented by the Ministry of Human Development and its sectoral secretariats, and by key counterparts of civil society. At local level, it will be implemented by the selected municipal governments, NGOs and indigenous and community organizations. The staffing structure of the country office will reflect the cross-sectoral nature of the programme and the interaction between the development of public policies and their implementation. Specialized staff organized in flexible teams will provide technical support in specific areas at both national and local level, and directly monitor planning and implementation of activities at municipal level. Responsibility for specific municipalities will be assigned to UNICEF staff on the basis of seniority, specific experience and involvement in other, national-level and policy development tasks, and the complexity of each municipality. In order to streamline work at local level, municipalities will be clustered by geographical proximity; where possible, work covering clusters of municipalities may be coordinated at departmental level.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : BOLIVIA
PROGRAMME : 1998-2002

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET				POSTS a/										STAFF COSTS b/		
	GR	FSF	NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																	
PUBLIC POLICIES	1,649,000			1,649,000	0	0	0	0	0	0	0	0	0	0	0	0	0
MUNICIPAL AND FAMILY DEVELOPMENT	510,000			510,000	0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL COSTS	2,321,000			2,321,000	0	0	0	1	0	0	1	2	6	9	669,346	1,469,173	2,138,519
PROANDES	0			0	0	0	0	0	0	0	0	0	0	0	0	0	0
AMAZONAS	0			0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL GR	4,480,000			4,480,000	0	0	0	1	0	0	1	2	6	9	669,346	1,469,173	2,138,519
SUPPLEMENTARY FUNDING :																	
PUBLIC POLICIES		0	3,000,000	3,000,000	0	0	0	0	0	0	0	1	0	1	0	438,826	438,826
MUNICIPAL AND FAMILY DEVELOPMENT		0	37,000,000	37,000,000	0	0	0	1	1	0	2	6	9	17	1,216,500	3,676,110	4,892,610
CROSS-SECTORAL COSTS		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
PROANDES		0	15,000,000	15,000,000	0	0	0	1	1	0	2	2	4	8	1,525,259	1,332,465	2,857,724
AMAZONAS		0	3,200,000	3,200,000	0	0	0	0	0	0	0	1	0	1	0	541,264	541,264
TOTAL SF c/		0	58,200,000	58,200,000	0	0	0	2	2	0	4	10	13	27	2,741,759	5,988,665	8,730,424
TOTAL GR & SF c/	4,480,000	0	58,200,000	62,680,000	0	0	0	3	2	0	5	12	19	36	3,411,105	7,457,838	10,868,943
SUPPORT BUDGET			Operating costs	1,393,712													
			Staffing		0	0	1	1	0	0	2	4	9	15	1,494,637	3,083,948	4,578,585
GRAND TOTAL (GR + SF c/+ SB)					0	0	1	4	2	0	7	16	28	51	4,905,742	10,541,786	15,447,528
	Number of posts and staff costs:																
	Current programme cycle										8	13	30	59			
	At the end of proposed programme cycle (indicative only)										7	16	28	51	4,905,742	10,541,786	15,447,528

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = international Professional.
NP = national Professional.
GS = General Service.
SB = support budget.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Excludes temporary assistance and overtime.
c/ Includes subregional programmes: Proandes and Amazonas.